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U.S. DEPARTMENT OF THE INTERIOR
Bureau of Land Management

Burns District Office
74 S. Alvord Street
Burns, Oregon 97220

May 1984

Andrews Rangeland Program Summary (RPS)



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United States Department of the Interior

BUREAU OF LAND MANAGEMENT

BURNS DISTRICT OFFICE
74 S. Alvord Street
Burns, Oregon 97720

Enclosed for your review and comment is the Rangeland Program Summary (RPS) and Record of Decision for the Andrews Resource Area of the Burns District. This document summarizes the proposed Rangeland Management Program and outlines the proposed decisions developed from the Andrews Rangeland Management Environmental Impact Statement (EIS) Analysis. The land use planning (completed in 1983), the analysis of several program alternatives contained in the Andrews EIS published in February of 1983 and Public comments.

Release of the RPS to interested groups and individuals will serve as public notice of the proposed Rangeland Management Program for the Andrews Resource Area.

In some instances consultation with affected livestock operators is ongoing. Decisions regarding livestock grazing in these allotments will be made once the consultation process has been completed. These decisions, as well as progress made in those allotments where grazing management and project development have been implemented will be discussed in future RPS updates which will be published periodically.

Thank you for your past cooperation and we look forward to any further input you may have that will assist us in managing your public lands.

Sincerely yours,

Joshua L. Warburton
District Manager

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Decision

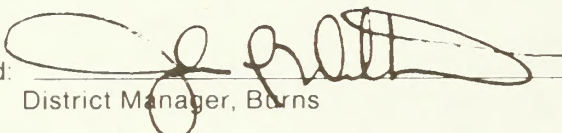
I recommend adoption of the Proposed Action of the Andrews Grazing Management Final Environmental Impact Statement of February 1983 with the following modifications:

- 13,193 AUMs more initial allocation to livestock as shown in Appendix 1.
- Minor changes in grazing systems as shown in Appendix 2.

I further recommend:

- Implementing grazing management plans on all "Improve" and "Maintain" category allotments as listed in Appendix 1.
- Temporarily shifting livestock use from allotments needing rest to allotments where surplus forage will be produced through implementation of range improvements and/or grazing systems.
- Monitoring grazing use along with other resource uses for one or more grazing cycles to determine any needed adjustments.

Signed: _____



District Manager, Burns

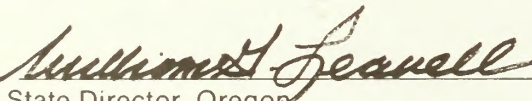
Date: _____

April 13, 1984

I approve the Grazing Management Plan and the underlying MFP decisions as recommended. Formal protests to this plan must be submitted in accordance with Bureau planning regulations (43 CFR 1610.5-2) by June 15, 1984.

Individual grazing decisions to implement this plan will be issued to affected permittees after June 15, 1984, for those allotments where changes are proposed and agreement has not been reached. These decisions will explain and provide for the protest and/or appeal procedure under 43 CFR 4160 and 43 CFR 4470.

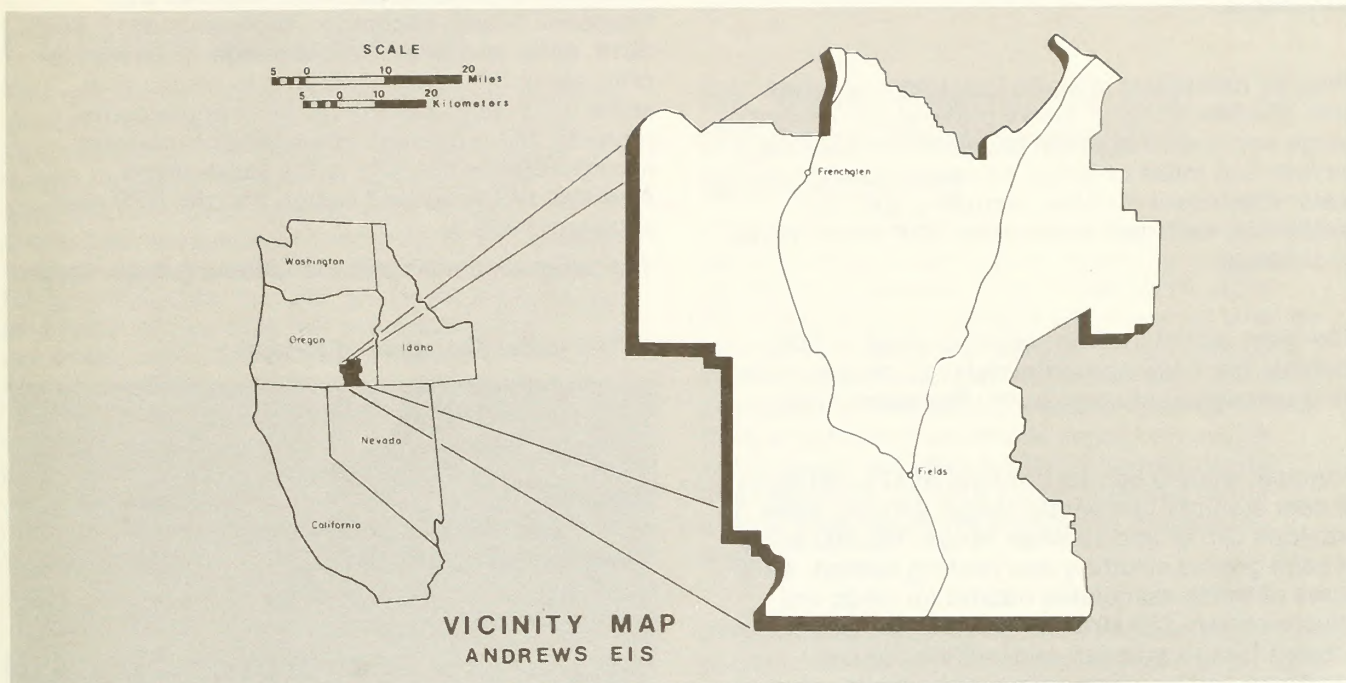
Signed: _____



State Director, Oregon

Date: _____

April 13, 1984



Introduction and Background

There are approximately 1,572,760 acres of public land administered by BLM within the Andrews Resource Area. The public rangelands are divided into 44 allotments which have a variety of grazing systems utilized in their administration. There are an additional 83,400 acres of State land and 431,100 acres of private land within these allotments.

Prior to 1983, there were 33 livestock operators with 102,988 AUMs of active preference. Present range improvement projects already completed, include 505 miles of fence; 43 cattleguards; 512 water catchment facilities including springs, reservoirs, wells and waterholes; and 76,063 acres of seedings.

The most recent inventories conducted in 1982 indicate there are approximately 550 horses in the herd management areas in the Resource Area.

Principal wildlife habitat consists of 475,000 acres of deer summer and winter range; 610,000 acres of antelope winter and summer range; 160,000 acres of sage grouse strutting and nesting habitat; 4,400 acres of water-associated habitat for birds and approximately 120 stream miles of fish habitat. The present forage, riparian and wildlife habitat condition and/or trend data are shown in Appendix 3.

The Rangeland Management Program

Purpose

This document is the Bureau of Land Management's Rangeland Management Program Summary (RPS) and Record of Decision for rangeland management in the Andrews Resource Area. The decisions included in this RPS are based upon information gathered during the land use planning process and the analysis presented in the Andrews EIS planning process and public comments. The general land use goal for the Andrews Resource Area is to implement intensive grazing management to improve and/or maintain vegetation condition to benefit livestock, wildlife, and wild horses while balancing economic uses with natural and cultural values. The RPS outlines the steps and procedures to be taken to achieve this goal and to implement the Rangeland Management Program. Please refer to the previously furnished Andrews EIS for a detailed description of livestock grazing management and rangeland resource conditions.

What The Program Is

Andrews Rangeland Management program is designed to implement the decisions needed for management, protection and enhancement of the rangeland resources. Assuming funding occurs as expected, the program would be implemented over approximately 10 years followed by a 15-year period for monitoring and the achievement of management objectives. The initial allocation to livestock is the same as in the Andrews EIS Proposed Action except for Allotments 6012, 6015, 6018, 6019, and 6020. See Appendix 1. Except for changes in the initial allocation to livestock in some allotments and the range improvements planned, the rangeland management program incorporated in the RPS is the same as the Andrews EIS Proposed Action and the RPS are shown in table 3.

The program consists of the following major steps:

- 1) The initial allocation of forage:

Livestock	104,880 AUMs
Wildlife	3,399 AUMs
Wild Horses	5,680 AUMs
Nonconsumptive	1,770 AUMs
Total	115,729 AUMs

- 2) Utilization of intensive management on 25 allotments (includes all M and I category allotments — see "Selective Management" section).

- 3) Expenditure of about \$3,698,000 will be required for implementation of the Grazing Management Program. Funding is expected to come from both the private and federal sector. Combined with intensive grazing management, the effort would achieve an increase of 63,391 AUMs for a long-term sustained forage production of 165,927 AUMs. Predicted forage production would not be allocated until determined to be sustainable and would be based on updated planning which would consider all forage needs at that time.

- 4) Monitoring and evaluation of changes in resource condition and uses associated with implementation of this decision.

These four steps are designed to achieve the program objectives of the Andrews land use plan. However, the rate of implementing this program and accomplishment of many of the objectives is largely dependent on future appropriation of funds.

What The Program Does

This program enables BLM to meet the multiple use mandates which are spelled out in the Federal Land Policy and Management Act (FLPMA, 1976), the Public Rangelands Improvement Act (PRIA, 1978), and the National Environmental Policy Act (NEPA, 1969). The following discussion summarizes the effects of the proposed Rangeland Management Program.

I. Grazing Management

This program includes a planned level of grazing use combined with grazing systems and range improvements. This program will improve the forage condition on over 59 percent of the planning unit. Over the long-term, forage production is expected to increase by 37 percent to approximately 166,000 AUMs. The long-term forage production for each allotment may change as a result of new data gathered during the upcoming consultation and Allotment Management Plan (AMP) development process. The long term trend of streamside riparian vegetation would be up on 1,142 acres (60%). The program includes a forage allocation to livestock, wildlife, wild horses, and nonconsumptive uses to meet resource objectives. Initial and long-term forage allocations for each allotment are shown in Appendix 1.

II. Big Game Habitat Management

Wildlife species differ widely in their habitat requirements. In order to improve or maintain a particular habitat the program provides the following measures:

a) An adequate supply of forage for big game needs. This program provides 3,399 AUMs or a 14 percent increase above the present allocation to big game. This allocation will assure a dependable supply of forage to meet the Oregon Department of Fish and Wildlife (ODF&W) objective numbers of big game using public lands in the Andrews Resource Area.

b) Competition between livestock and big game for forage is minimized by the following practices:

1. Most of the existing season long (spring-summer) grazing systems would be changed to rest rotation or deferred rotation systems. Basically, this would improve the quality of the forage as well as allow a sufficient amount of forage for big game.

2. Reliable yearlong water sources will be developed in specific areas where water is the limiting factor to yearlong use by big game.

3. Increased habitat diversity and forage quality will result from the proposed vegetation manipulation projects. Although wildlife species which are dependent on sagebrush would be displaced in the larger treatment areas, the overall population of sagebrush-dependent animal species would not be affected significantly.

III. Water Resources and Riparian Wildlife Habitat Management

BLM administers 299.7 miles of streams and 1,914 acres of streamside riparian vegetation located mostly in the Steens, Trout Creek and Pueblo Mountain ranges. The BLM administered streams represent a substantial portion of the drainages from these ranges. Improvement in the riparian vegetation on the BLM administered streams will have a significant beneficial impact on overall water quality and fish habitat. Riparian habitat improvements will be a major objective of the livestock management systems in these three areas.

The proposed grazing systems in these areas will provide rest during the critical part of the growing season for the herbaceous and woody key species. For some of these systems, the objective to reestablish and/or maintain a healthy willow population along streams will be a significant benefit especially to nongame wildlife species.

IV. Wild Horse Management

There presently are two wild horse herd management areas (HMA) in the EIS area; the South Steens and the Alvord/Sheepshead. The existing Alvord/Sheepshead HMA will be split into two HMAs; the Heath Creek/Sheepshead in Allotment 6011 and Alvord/Tule Springs in Allotments 6012 and 6018. The South Steens HMA will be reduced in size by eliminating the Alvord Peak area where there is existing forage conflict between horses and bighorn sheep. A total of 6,580 AUMs will be allocated to meet the needs of the three wildhorse herds. The following minimum and maximum populations will be maintained:

South Steens HMA	150 to 300 horses
Alvord/Tule Springs HMA	60 to 140 horses
Heath Creek Sheepshead HMA	40 to 100 horses
Total	250 to 540

The allocation reflects use for only 4 months during winter and spring each year in the Heath Creek/Sheepshead HMA. The remainder of the time the horses are on the Vale District in the Coyote Lake HMA.

V. Areas of Critical Environmental Concern, Research Natural Areas, and Wilderness

A. Areas of Critical Environmental Concern

Five areas were designated June 30, 1983 for special management as ACECs in accordance with the Andrews EIS Proposed Action:

ACEC Name	Acres
Alvord Desert	16,700
Steens Scenic	50,500
Borax Lake	520
Alvord Peak	14,700
Pickett Rim	4,000
Total	86,420

Livestock grazing will be allowed in all of these areas as long as the special management needs are satisfied. The grazing systems will be designed to enhance the special values of the ACECs.

B. Research Natural Areas

Nine areas were designated on June 30, 1983 for special management as Research Natural Areas in accordance with the Andrews Management Framework Plan (MFP):

See RNA Table Below

C. Wilderness

The Andrews Resource Area contains all or parts of 25 Wilderness Study Areas (WSAs). The portions of the WSAs in the Resource Area contain approximately 736,700 acres. The Federal Land Policy and Management Act requires that, until the decision is made whether or not to designate the areas as wilderness, the areas be managed in a manner which does not impair their suitability for wilderness designation. This is known as the Interim Management Policy (IMP). Site specific environmental analysis will be completed for all range improvements. Development of any range improvement project which would be incompatible with future use of the study areas as wilderness would be suspended until Congress decides whether to designate the areas as wilderness.

VI. Socio-Economic Conditions

The expenditure of approximately \$3,565,800 for construction of range improvements during a 10-

RNA Name	Acres	Allotment	Allot. No.	Acres Excluded	AUMs Excluded
Little Blitzen Gorge ¹	2,539	Steens Summit	6004	1,200	75
Little Wildhorse Lake ²	240	Wildhorse Canyon	6013	0	0
South Fork Willow Creek ²	227	Alvord	6012	0	0
Rooster Comb ²	720	South Steens	6002	0	0
Pueblo Foothills	2,520	Pueblo-Lone Mtn.	6020	1,925	300
Tum Tum Lake ³	1,521	Pueblo-Lone Mtn.	6020	0	0
Long Draw	440	Pueblo-Lone Mt.	6020	230	14
Mickey Basin	560	ALvord	6012	300	18
East Kiger Plateau ²	1,240	Mann Lake	6026	0	0
Total	10,007			3,665	407

¹ The entire Steens Summit Allotment containing 4,890 acres with 500 AUMs grazing capacity is to be excluded from livestock grazing. However, only 1,200 acres with 75 AUMs are in the Research Natural Area.

² No fencing required because grazing is excluded by natural livestock barriers.

³ No fencing required because there are no conflicts with the existing grazing pattern.

year implementation period would increase local personal income by \$246,600 annually if the predicted increased forage would be allocated to consumptive uses. This estimate was based on the U.S. Forest Service Implan System, an inter-industry model, prepared by the BLM in April 1983 and used in estimating local personal income impacts to Harney County.

Except for the restoration of 1,892 AUMs in the Alvord Allotment (6012), there are no short-term changes in active grazing preference and no significant economic impact due to the forage allocations. In the long-term (after 15 years) an additional 63,391 AUMs should be available. As a result, the annual local personal income would be increased by \$560,000 and ranch values as collateral for loans or in the sale of the enterprise would increase \$2,850,000 if the asset value of public forage permits are valued at \$45 per AUM.

Development of the Decision

The Andrews EIS analyzed the environmental impacts of a preferred alternative (the Proposed Action) and three alternative programs. Refer to the draft Andrews EIS for detailed descriptions of Proposed Action and additional alternatives. Appendix 3 illustrates the long-term effects of the EIS alternatives.

Following is a brief discussion of each alternative and why it was not selected, along with the rationale for the selection of the Andrews EIS Proposed Action.

Alternative 1 — No Action

Consideration of this alternative is required by the Council on Environmental Quality (CEQ) regulations. It basically constitutes a continuation of the present situation. For the purpose of analysis, it is assumed that forage use would continue at current levels, no additional range improvement projects would be undertaken, and no additional intensive grazing management would be implemented.

This alternative was not adopted since it would fail to solve present resource problems. Over 65 percent of the fisheries streams would remain in poor or fair condition. Over 45 percent of the range would remain in poor and fair condition. Less than 10 percent of the streamside riparian vegetation in poor and fair condition would receive protection or intensive livestock management systems. The forage allocation would continue at the present level with future reductions possible, based upon rangeland monitoring results or the further decline of forage condition.

Alternative 2 — Emphasize Livestock Grazing

Under this alternative a high level of forage would be allocated to livestock while maintaining or improving range conditions. Initially there would be approximately 5,100 more AUMs of livestock forage than the Proposed Action. This increase would occur mainly due to a reduction of the allocation to nonconsumptive uses and a reduction of the two wild horse herds by 4,840 AUMs. Approximately 65 percent of the streamside riparian vegetation presently in poor and fair condition would receive protection by fencing or by intensive livestock management systems. Wildlife AUMs would remain the same as the Proposed Action. Vegetation manipulation projects would be designed to treat 19 percent of the total area as compared to 10 percent under the Proposed Action. The increased treatment could result in up to 100 percent of the brush being removed within some sage grouse wintering grounds. The diversity of wildlife habitat would be lower than under the Proposed Action because of the increased areas of sagebrush removal. Some of those treatments are contrary to Oregon Department of Fish & Wildlife recommendations.

This alternative was not selected because of the high cost of the range improvements and the conflicts with fish, wildlife and wild horse management objectives. As increased emphasis is placed on economic values, other resource values would be compromised. This blend of the uses is not consistent with the public's demand for multiple use management of public land resources.

Alternative 3 — Emphasize Non-Livestock Values

The objective of this alternative would be to emphasize non-livestock values (wildlife, fisheries, recreation, wilderness, special value areas and water quality) in those areas where conflicts with livestock grazing have been identified. There would be a decrease of approximately 19,000 AUMs allocated to livestock with most of this being allocated to nonconsumptive uses. The range improvements, especially vegetation manipulation, would be substantially less than the proposed action. Approximately 73 percent of the streamside riparian vegetation in fair or poor condition would be excluded from livestock use. An additional 13 percent would be under intensive livestock management for a total of 86 percent being protected or managed for improvement. In the long term, approximately 65 percent of the fisheries streams would be in good to excellent condition.

Alternative 3 was not selected because of the impact on the local economy which would occur as a result of the major emphasis being placed on nonconsumptive resource uses. Most of the benefits of this alternative to resource values are essentially achieved in the RPS program but at a lower expense to the social and economic structure of the local community.

Proposed Action

The EIS Proposed Action would have increased the long-term production of livestock forage by 55,688 AUMs. This would have been accomplished through range improvement projects and changes in grazing systems. The vegetation manipulation projects would be consistent with the ODF&W recommendations. There would be no change in the minimum or maximum size of the wild horse populations in the herd management areas. The Proposed Action would provide for a blend of resource management conditions and uses which fall between those resulting from Alternative 2 and Alternative 3.

Environmental Preferability

Environmental preferability of the EIS alternatives is judged using the criteria in the National Environmental Policy Act of 1969 (NEPA). Title I, Section 101 of NEPA establishes the following goals as guidelines for preferred environmental qualities:

- 1) fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;
- 2) assure for all Americans — safe, healthful, productive, and esthetically and culturally pleasing surroundings;
- 3) attain the widest range of beneficial uses of the environment without degradation, risk to health or safety, or other undesirable and unintended consequences;
- 4) preserve important historic, cultural, and natural aspects of our national heritage, and maintain wherever possible, an environment which supports diversity and variety of individual choice;
- 5) achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities; and
- 6) enhance the quality of renewable resource and approach the maximum attainable recycling of depletable resources.

Each alternative was rated as to how well it complied with the six NEPA goals listed above. Full compliance was rated as "10" and noncompliance rated as "1" with the numbers between used to show a graduation of compliance. Table 1 depicts the results of this analysis process.

The Proposed Action and the Emphasize Non-Livestock alternative received essentially the same environmental ranking (7.1 vs 7.2). Due to the closeness of these scores in a somewhat subjective rating process they are considered equal as environmentally preferred actions. The No Action (5.0) and Emphasize Livestock (4.0) alternatives received substantially lower rankings.

Table 1 - Compliance with NEPA Goals by EIS Alternative

NEPA Goal No.	Proposed Action	No Action (Alternative 1)	Emphasize Livestock (Alternative 2)	Emphasize Non-Livestock Values (Alternative 3)
1	6.9	5.0	3.6	7.5
2	7.0	5.0	3.4	7.4
3	7.6	5.0	4.3	6.1
4	6.6	5.0	4.1	7.4
5	7.1	5.0	4.3	7.6
6	7.4	5.0	4.1	7.1
Overall Rating	7.1	5.0	4.0	7.2

The Proposed Action as modified was selected as the decision because it afforded the most preferred combination of the following factors:

- a) Substantially higher local economic benefits and accompanying social benefits, compared to Alternative 3.
- b) Environmental preferability.
- c) Cost effective expenditures of public funds.
- d) Compliance and consistency with intergovernmental recommendations.
- e) Compliance with Federal laws.

The Relationships Between the Rangeland Management Program and the Andrews EIS Proposed Action

The Proposed Action of the Andrews EIS consisted of a combination of forage allocations, grazing systems, and range improvements designed to achieve resource objectives. The EIS

Proposed Action, modified by a change in the initial forage allocation to livestock and a change in the number of range improvement projects, is selected as the Rangeland Management Program. The range management actions needed to implement the Rangeland Management Program are outlined below.

1. Selective Management

The priority of range improvement completion and annual expenditures by BLM for range supervision and monitoring will be based upon a selective management policy. This policy provides for a categorization process which helps Bureau personnel assign management priorities among allotments within the Resource Area. As a result, public funds and management efforts will be concentrated on allotments which have the most significant problems and potential for improvement. Allotments have been grouped into the following categories according to their present condition and potential: Improve (I) Category, Maintain (M) Category, and Custodial (C) Category. Objectives for the categories are to: "improve" current unsatisfactory resource condition; "maintain" current satisfactory resource condition; and manage "custodially", while protecting existing resource values. The Selective Management category for each allotment is listed in Appendix 1.

2. Rangeland Investment Analysis

Each allotment's range development program was subjected to a Rangeland Investment Analysis. This analysis process was used to design and evaluate the economic efficiency of various combinations of range improvements and management actions. All potential range development proposals were subjected to this analysis prior to selection of the present Andrews Rangeland Management Program.

The benefit/cost (B/C) ratio and internal rate of return (IROR) are two numeric indicators of economic efficiency. The B/C ratio presents a proportion of benefits to costs for an investment, at an interest rate of 7.875 percent. Ratios of benefits to costs of greater than 1.0 denote that the quantifiable benefits outweigh the costs and vice versa for B/C ratios of less than 1.0. A second measure of economic efficiency is the IROR. This method analyzes the costs and benefits of an investment over time and presents the rate of return on that investment. The IROR is 18.3 percent for all allotments combined, where improvements are proposed. The B/C ratio and IROR for these allotments are illustrated in Table 2.

Table 2 - RPS Proposed Range Improvements and Investment Analysis

Allotment Number and Name	Fence (mi)	Cattle Guards	Spg. Dev.	Pipe-line (mi)	Wells	Reservoirs	Water Holes	18,000g Storage Tank	10,000g Storage Tank	Spray Only (Ac)	Burn Only (Ac)	Burn Seed (Ac)	Spray Seed (Ac)	B/C Ratio	Initial Ranking	IROR (%)	Construction Costs (\$000)	Total* Cost (\$000)
6001 North Catlow	38	1		18	2	4	3	2			22,140	16,980		1.1	7	8.8	722.0	713.7
6002 South Steens	41	1		16	4		4	2	6				20,520	1.8	5	13.7	719.8	739.2
6003 Fish Cr-Big Indian																		
6004 Steens Summit																		
6005 Mud Creek						3								1.1	13	8.5	13.5	14.2
6006 Frazier Field			3			6	1							2.4	12	17.6	40.1	42.3
6007 Ruby Springs											1,700			6.8	14	34.5	13.6	14.0
6008 Krumbo	4		3	13		5		1			2,200	1,080		3.5	9	28.7	149.9	177.5
6009 Blitzen	2			3	1								5,120	1.0	10	7.6	133.2	134.2
6010 Otley Brothers											1,500			13.5	15	55.0	12.0	12.6
6011 Pollock	18	1		10	2	2		1		2,710			5,000	1.0	6	7.8	251.5	275.6
6012 Alvord	10		1		3	5			3		4,990			3.0	4	24.6	137.4	155.0
6013 Wildhorse Canyon																		
6014 Tum Tum																		
6015 Trout Creek Mtn.**	2		8										1,500	4.8	3	29.7	61.2	57.3
6016 Sand Hills	5									2,500				1.0	16	7.7	34.3	33.3
6017 Grassy Basin																		
6018 Toule Springs**	24			8	1			1					8,000	1.1	2	8.9	261.8	288.4
6019 Andrews	4	1	3			2								3.3	8	22.0	31.2	35.2
6020 Pueblo-Lone Mtn.	69	2	5	59		6	10	3	3	4,000			9,850	1.2	1	9.6	762.9	764.2
6021 Denio Basin																		
6022 Kings River																		
6024 South Fork																		
6025 Hardie Summer																		
6026 Mann Lake	8	2		10	1			1		13,080			1,280	1.0	11	7.6	221.4	241.5
Total	225	8	23	137	14	33	18	11	12	22,290	32,530	18,060	51,270	1.6		18.3	3,565.8	3,698.0

*Includes Total construction costs plus start-up costs associated with implementing new management plans, monitoring and supervision.

**Possible combination of allotment Nos. 6015 and 6018 during AMP development.

3. Allotment Evaluation

This step is a process through which managers integrate economic, resource and social objectives into selecting, ranking and scheduling implementation of the rangeland management program for each allotment. The initial ranking of each allotment scheduled for range improvements is illustrated in Table 2.

4. Adjusted Areas of Use Between Allotments

Essentially, the RPS grazing systems and subsequent management objectives for all the allotments remained unchanged from the Andrews EIS. The methods to be used to accomplish these objectives have been altered for several allotments. Some areas of grazing will be adjusted between allotments. However, the adjustments do not involve altering any existing allotment boundaries. They would consist of temporarily shifting livestock use from allotments needing rest from grazing use to allotments where a surplus of forage will be produced through implementation of range improvements and grazing systems. One example of adjusting use areas is the proposed shift of livestock use from Trout Creek Mountain Allotment where there is a shortage of early to mid spring forage, to Tule Springs Allotment, which has more forage available than is presently allotted.

5. Forage Allocations

The initial forage allocation for the EIS Proposed Action and RPS are illustrated in Appendix I and the proposed period of grazing use is shown in Appendix II.

The EIS Initial Allocation excluded 1,892 AUMs of suspended preference in the Alvord allotment and a reduction of 11,301 AUMs in the following allotments:

Allotment No.	Allotment Name	AUMs Reduced	Percentage Reduction from Active Preference
6015	Trout Creek Mountain	5,439*	40
6019	Andrews Community	1,865	50
6020	Pueblo-Lone Mountain	3,997	20
Total		11,301	

*Includes a temporary shift of 1,053 AUMs to Tule Springs Allotment. 399 AUMs remaining in Tule Springs allotment which can be temporarily utilized by Trout Creek users.

The data used to support these adjustments included in the EIS was a 1962-63 range inventory that was adjusted by a 1979 suitability/usability analysis. This data does not meet current Bureau standards for adjusting grazing use. Therefore, a

monitoring program will be established to determine the size of adjustment (either upward or downward) if one is necessary. The restoration of the 1,892 AUMs suspended preference will be made on a temporary basis until monitoring shows that it is available on a sustained basis. It is anticipated that three years of monitoring will be necessary before sufficient data is available upon which to base adjustments.

The difference between the expected long-term RPS forage production and the EIS Proposed Action forage production is outlined in Table 3. The difference between the EIS and RPS long-term production is due to the reduced number of range improvement projects included in the RPS program. These projections of long-term increases in forage production and vegetation changes are based on responses documented and experienced on similar areas by BLM rangeland management specialists.

Table 3 - Comparison of Long-Term Forage Production and Proposed Range Improvements

	EIS Proposed Action Forage Production	RPS Forage Production
Livestock	147,375	155,078
Wildlife	3,399	3,399
Wild Horses	5,680	5,680
Non-Consumptive	1,770	1,770
Total	158,224	165,927

Type of Range Improvement ¹	EIS Proposed Action Range Improvements	RPS Proposed Range Improvements
Electric Fence (Miles)	—	10
Steel Fence (Miles)	262	215
Cattleguard (Each)	—	8
Spring Development (Each)	47	23
Pipeline (Miles)	103	137
Wells (Each)	18	14
Reservoir (Each)	55	33
Waterhole (Each)	26	18
18,000g Storage Tank (Each)	—	11
10,000g Water Trough (Each)	—	12
Brush Ctrl./Spray (Acres) ²	2,750	22,290
Brush Ctrl./Burn (Acres)	69,981	32,530
Burn and Seeding (ACres)	—	18,060
Spray and Seeding (Acres) ²	78,520	51,270
Irrigated Pasture (Acres)	2,500	—
Total Improvement Cost	\$3,679,204	\$3,698,000

¹ Specific location of range improvements will be determined as AMPs are developed. Site specific environmental analysis will be completed for all range improvements.

² Although this decision calls for the use of herbicides, the BLM is presently enjoined from applying these chemicals. In the event this injunction is lifted and BLM is once again permitted to use herbicides, this program will go forward subject to appropriate environmental analysis.

The forage requirements for wildlife and wild horses are satisfied with present forage allocations, thus any future increases in forage production will be allocated to livestock. This is consistent with the objectives of the proposed Rangeland Management Program. The increased livestock forage will first be allocated to permittees with suspended preference in accordance with the Federal Grazing Regulations (43 CFR 4100).

6. Range Improvements

There is a difference between the RPS range improvements and those included as part of the Andrews EIS Proposed Action. A number of proposed projects have been altered or dropped from consideration because they were not cost efficient. The total cost of the improvements proposed in the EIS was \$3,679,200 and the cost of the RPS improvement program is \$3,698,000. Specific proposed range improvements and their total cost by allotment are shown in Table 2.

Public Involvement

Throughout the planning process, formal and informal public input has actively contributed to the development and selection of this rangeland program. During the preparation of the Andrews land use plan, public meetings were held in Denio, Nevada (March 8, 1982), Burns, Oregon (March 9, 1982), and Portland, Oregon (March 11, 1982), to discuss the development of a preferred alternative and for the purpose of scoping the Andrews EIS. There was also a 30-day comment period for written and/or oral comments which served as an additional forum for public input. The public feedback helped formulate the preferred and three other alternatives for the draft Andrews EIS.

The draft Andrews EIS was released to the public in September, 1982 and comments were received until December 1982. Public meetings were held in Denio, Nevada (November 16, 1982) and in Burns, Oregon (November 17, 1982) to discuss the draft EIS and answer questions. A total of 32 comment letters were received. The primary concerns expressed were related to water quality, irrigated pastures, riparian vegetation and wildlife habitat. The responses to the comment letters were included in the final Andrews EIS, which was released to the public in February, 1983. As a result of public feedback, these areas of concern were reevaluated and the proposal for 2,500 acres of irrigated pasture was dropped from consideration at this time.

Implementation of the Decision

Administrative Actions

After the release of the Andrews RPS, allotment management plans will be developed for high priority allotments through consultation and coordination with operators and other interested parties.

Future RPS updates, which will be published periodically, will outline any changes in the actions to be taken on each allotment and progress made on implementation of the Rangeland Management Program.

Because of the concern about the present management in the Trout Creek Mountain, Andrews Community and Pueblo-Lone Mountain Allotments, the RPS decision is to develop Allotment Management Plans for these three allotments in 1984 and 1985. The objectives for all AMPs will be consistent with the Andrews EIS and the Rangeland Management Program and the Wilderness Interim Management Policy where WSAs are involved. Each allotment will be monitored for one or more grazing cycles. The livestock forage allocation will then be adjusted as indicated by the monitoring program.

There are no other changes proposed in active preference for any other allotments in the Andrews Area, although monitoring may indicate future changes in grazing use. Because no change in livestock use or management is proposed, neither an agreement nor a grazing decision will be issued for the remaining allotments unless someone indicates in writing that their interests are adversely affected. In these situations and prior to any future adjustments, a decision will be issued to all affected parties.

Achieving the resource objectives of the Andrews land use plan is dependent upon the completion of range improvements. The installation of range improvements will begin in 1985 and continue as funds become available. Emphasis for first implementation will be placed on those allotments where an imbalance between available AUMs and grazing use appears to exist or where there is a need to protect other resource values. BLM's range management and range improvement programs are funded through congressional appropriations and a portion of the grazing fees collected by the District. At the present funding levels, full implementation of the Rangeland Management Program would not occur within the proposed 10-year development period.

Resource Monitoring and Evaluation

A variety of resource studies will be conducted to evaluate the effectiveness of the Rangeland Management Program. The type and intensity of monitoring will vary considerably between the three allotment management categories outlined in the Selective Management Policy.

Monitoring in the Improve (I) category will be the most intensive and will be designed to measure progress toward objectives and the environmental conditions which affect that progress.

In the Maintain (M) category allotments, monitoring intensity will be less than on the "I" category allotment, with the primary emphasis placed on changes from current resource conditions.

Monitoring in the Custodial (C) category allotments will be limited to periodic observations of resource uses and use of inventories to measure long-term resource condition changes.

The following are the major rangeland elements to be monitored:

a. Plants

Trend — Studies will be conducted periodically on selected upland and significant riparian areas to determine changes in plant species' composition to determine progress in meeting vegetation objectives and measure long-term changes in range condition.

Utilization — Forage utilization studies will be conducted to determine the pattern of grazing use and how much vegetation is removed by grazing animals. Browse utilization studies will continue on deer winter ranges.

Sensitive, Threatened and Endangered — There are 10 plant species known or suspected to occur in the Andrews EIS area which are being considered for listing as either endangered or threatened by the U.S. Fish & Wildlife Service. Population trend studies will be conducted as needed to determine the effects of the management program on these species.

b. Animals

Livestock — Actual use data will be obtained from the permittee annually on I and M category allotments. These records will reflect the number and class of animals grazing each pasture and the

dates the livestock graze there. Livestock counts will be made periodically by the BLM to verify these records.

Aquatic animals — Studies will be conducted in significant riparian areas to determine changes in populations of fish and associated aquatic wildlife.

Wildlife — Use data will be obtained from Oregon Department of Fish and Wildlife and supplemental BLM studies. Observation of animal populations and use patterns in conjunction with other agencies will be the principal monitoring methods.

Waterfowl and Raptors — Nesting success studies will be continued on significant breeding areas for waterfowl and raptors.

Wild Horses — The three Herd Management Areas will be counted periodically and the population will be controlled if the numbers exceed the maximum population level.

c. Water

Water quality monitoring will be initiated in accordance with BLM policies and Sections 208 and 313 of the Federal Clean Water Act.

d. Weather

Weather data will be analyzed annually to determine the effects of crop-year precipitation on herbage yields and for correlation with forage utilization studies.

Progress Reports

During implementation of the Rangeland Management Program, a record of progress will be maintained and reported in updates of this Rangeland Program Summary. These publications will outline changes to be made in the Rangeland Management Program and will contain monitoring results, range improvement progress, improvement efforts made by the operators, resource condition changes, and management system information.

Appendices

Appendix 1 RPS Forage Allocation

Allotment Number and Name	Public Lands (Acres)	Other Lands (Acres)	Selective Mgmt. Category	Proposed EIS Initial Allocation				Present Active Preference (AUMs)	Proposed Active Preference /RPS Initial Forage Allocation (AUMs)
				Wildlife (AUMs)	Wild Horses (AUMs)	Non-Consumptive Uses (AUMs)	Livestock (AUMs)		
6001 North Catlow	245,171	69,677	I	74	0	3	6,997	6,997	6,997
6002 South Steens	230,771	158,285	I	708	3,492	150	21,485	21,935	21,935
6003 Fish Cr-Big Indian	26,650	14,479	I	191		12	1,410	1,410	1,410
6004 Steens Summit	4,890	50	I			500	0	0	0
6005 Mud Creek	8,654	490	I	60		54	561	561	561
6006 Frazier Field	28,754	1,173	I	70	108	800	2,215	2,210	2,210
6007 Ruby Springs	14,366	1,300	M	114			2,366	2,366	2,366
6008 Krumbo	44,040	7,399	I	81		86	5,180	5,180	5,180
6009 Blitzen	6,199	11,592	I	5			492	492	492
6010 Otley Brothers	27,618	30,588	I	367			3,654	3,654	3,654
6011 Pollock	82,240	13,594	I	54	400	44	4,760	4,760	4,760
6012 Alvord	238,217	37,553	I	249	1,200	23	8,803	8,803	10,695*
6013 Wildhorse Canyon	4,569	978	I	67			209	209	209
6014 Tum Tum	8,443	—	M	4	0	0	360	360	360
6015 Trout Creek Mountain	79,465	16,334	I	566			6,905	13,397	13,397
6016 Sandhills	10,928	1,318	M	12			390	390	390
6017 Grassy Basin	4,182	2,438	M	23			254	254	254
6018 Tule Springs	130,926	39,412	I	62	480	22	2,810	1,358	1,358
6019 Andrews	42,336	30,772	I	63		10	1,854	3,719	3,719
6020 Pueblo-Lone Mountain	274,061	33,209	I	492		38	15,332	19,329	19,329
6021 Denio Basin	8,065	604	M	41			369	323	323
6022 Kings River	1,602	293	M	18			113	113	113
6024 South Fork	400	80	M	3			40	40	40
6025 Hardie Summer	1,232	10,340	M	10		8	413	413	413
6026 Mann Lake	37,852	29,722	I	65		20	3,600	3,600	3,600
6029 Beckley Field	640		C				40	40	40
6100 Hammond FFR	80		C				8	8	8
6101 Waldkirch FFR	45		C				12	12	12
6102 McLean FFR	1,465		C				76	76	76
6103 Coleman FFR	264		C				21	21	21
6104 Defenbaugh FFR	705		C				60	60	60
6105 Wrench Ranch FFR	264		C				53	53	53
6106 Orlando FFR	1,783		C				320	320	320
6107 Crump & Calderwood FFR	132		C				12	12	12
6108 Henricks FFR	429		C				30	30	30
6109 Casey FFR	67		C				21	21	21
6110 Still FFR	242		C				68	68	68
6111 Dunbar FFR	528		C				63	63	63
6112 Wildhorse FFR	99		C				9	9	9
6113 Blitzen FFR	1,000		C				56	56	56
6114 Rock Creek FFR	1,600		C				119	119	119
6115 Dixon FFR	70		C				22	22	22
6116 Northrup FFR	1,077		C				120	120	120
6117 Kaser FFR	40		C				5	5	5
Unallotted	509								
Total	1,573,760	511,680		3,399	5,680	1,770	91,687	102,988	104,880

* Includes 1,892 AUMs currently suspended.

C = Custodial
M = Maintain
I = Improve

Appendix 2 RPS Periods of Use and Grazing Systems (Acres)

Allotment Number & Name	Period of Use	Spring	Rest Rotation	Deferred	Deferred Rotation	Spring Fall	Winter	Fenced* Federal Range
6001 North Catlow	04/16-10/31	—	183,161	—	54,685	7,325	—	0
6002 South Steens	04/16-10/31	—	—	33,406	150,673	—	47,420	0
6003 Fish Cr-Big Indian	04/16-09/30	—	—	2,421	24,229	—	—	0
6004 Steens Summit	No Use	—	—	—	—	—	—	0
6005 Mud Creek	06/01-06/30	8,574	—	—	—	—	—	0
6006 Frazier Field	04/01-10/31	2,420	—	—	26,334	—	—	0
6007 Ruby Springs	04/01-08/31	—	12,271	2,095	—	—	—	0
6008 Krumbo	04/01-05/31	—	42,113	—	—	2,007	—	0
6009 Blitzen	12/01-02/28	—	—	—	—	—	6,199	0
6010 Otley Brothers	04/16-10/31	—	—	13,378	14,240	—	—	0
6011 Pollock	04/01-10/31	—	—	6,020	55,590	—	20,600	0
6012 Alvord	03/01-02/28	—	41,748	10,691	—	—	185,778	0
6013 Wildhorse Canyon	09/01-09/30	—	4,470	—	—	—	—	0
6014 Tum Tum	10/01-03/31	—	—	—	—	—	8,443	0
6015 Trout Creek Mtn.	04/16-09/30	—	—	17,504	61,368	—	—	0
6016 Sandhills	04/16-02/28	—	—	—	9,678	—	1,250	0
6017 Grassy Basin	04/16-08/31	—	—	—	—	4,182	—	0
6018 Tule Springs	04/16-02/28	23,812	—	—	—	—	107,150	0
6019 Andrews	04/16-11/15	—	—	—	42,394	—	—	0
6020 Pueblo-Lone Mtn.	04/16-02/28	29,400	—	62,000	170,682	—	10,795	0
6021 Denio Basin	06/01-10/31	—	—	—	8,061	—	—	0
6022 Kings River	06/01-10/31	—	—	1,602	—	—	—	0
6024 South Fork	04/16-05/30	400	—	—	—	—	—	0
6025 Hardie Summer	07/01-09/30	—	—	1,232	—	—	—	0
6026 Mann Lake	04/16-06/30	—	—	—	12,774	—	—	0
	11/16-12/15	—	—	—	—	—	25,078	0
6029 Beckley Fieldd	07/01-11/30	—	—	—	—	—	—	640
6100 Hammond FFR	07/01-08/31	—	—	—	—	—	—	80
6101 Waldkirch FFR	04/16-11/15	—	—	—	—	—	—	45
6102 McLean FFR	04/16-11/15	—	—	—	—	—	—	1,465
6103 Coleman FFR	04/01-10/31	—	—	—	—	—	—	264
6104 Defenbaugh FFR	04/16-09/15	—	—	—	—	—	—	705
6105 Wrench Ranch FFR	01/01-10/31	—	—	—	—	—	—	264
6106 Orlando FFR	05/16-10/15	—	—	—	—	—	—	1,783
6107 Crump & Calderwood FFR	11/01-01/31	—	—	—	—	—	—	132
6108 Henricks FFR	11/01-11/30	—	—	—	—	—	—	1,064
6109 Casey FFR	04/16-11/05	—	—	—	—	—	—	67
6110 Still FFR	12/01-12/31	—	—	—	—	—	—	242
6111 Dunbar FFR	04/01-10/31	—	—	—	—	—	—	582
6112 Wildhorse FFR	06/01-08/30	—	—	—	—	—	—	99
6113 Blitzen FFR	12/20-02/28	—	—	—	—	—	—	1,000
6114 Rock Creek FFR	04/01-10/31	—	—	—	—	—	—	1,600
6115 Dixon FFR	11/01-11/30	—	—	—	—	—	—	70
6116 Northrup FFR	04/16-09/30	—	—	—	—	—	—	1,077
6117 Kaser FFR	04/01-09/30	—	—	—	—	—	—	40

*Federal lands fenced with private. No control of management.

Appendix 3 RPS and EIS Alternatives Comparison of Long-Term Effects

Vegetative Characteristic	Existing Situation	RPS Decision ¹	Alt. 1 No. Action	Alt. 2 Emphasize Livestock	Alt. 3 Emphasize Non-Livestock
Forage Condition (Acres)					
Good	743,605	1,190,573	803,775	1,255,742	1,116,861
Fair	676,855	283,418	360,952	245,562	272,099
Poor	101,990	38,459	357,723	21,146	133,490
No Data	51,540	51,540	51,540	51,540	51,540
Trend of Total Residual Ground Cover (Acres)					
Increasing		174,187	379,623	85,866	766,524
Static		32,558	447,675	32,560	102,396
Decreasing		1,367,243	746,692	1,455,564	705,068
Long-Term Forage Production (AUMs)		165,927	²	190,429	134,381
Long-Term Trend of Streamside Riparian Vegetation (Acres)					
Increasing		1,142	301	462	1,531
Static		416	661	682	178
Decreasing		218	810	631	118
Unknown		138	142	139	87
Long-Term Condition of Streamside Riparian Vegetation (Acres)					
Excellent	134	416	302	302	931
Good	383	904	363	425	718
Fair	440	194	280	375	40
Poor	804	247	816	659	137
Unknown	153	153	153	153	88
Long-Term Condition of Fish Habitat (Miles)					
Excellent	12.6	19.3	14.8	14.8	22.0
Good	15.4	18.2	17.5	17.5	39.1
Fair	2.5	30.7	7.0	18.4	8.7
Poor	47.3	9.6	38.5	27.1	8.0
Long-Term Trend of Fish Habitat (Miles)					
Increasing		45.9	12.0	22.4	51.2
Static		30.1	46.1	43.9	25.2
Decreasing		1.8	19.7	11.5	1.4
Long-Term Trend of Deer Habitat (Acres)					
Increasing		187,300	39,000	87,400	111,700
Static		183,700	318,300	192,700	174,400
Decreasing		3,300	17,000	94,300	88,200
Long-Term Trend of Antelope Habitat (Acres)					
Increasing		409,000	0	439,000	159,000
Static		157,000	556,000	127,000	386,000
Decreasing		0	0	0	21,000

¹ EIS Proposed Action is the same as the RPS Decision except long-term forage production is 158,224.

² Over the long term, forage production under the No Action alternative would decline by a significant but unquantifiable amount.

U. S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
BURNS DISTRICT
**ANDREWS GRAZING MANAGEMENT
ENVIRONMENTAL IMPACT STATEMENT**

1982

LEGEND

- Public Land
- Malheur National Wildlife Refuge
- State Land
- Private

Allotment Numbers and Allotment Names

- 6001 North Catlow
- 6002 South Steens
- 6003 Fish Creek - Big Indian
- 6004 Steens Summit
- 6005 Mud Creek
- 6006 Frazier Field
- 6007 Ruby Springs
- 6008 Krumbo
- 6009 Blitzen
- 6010 Otley Brothers
- 6011 Pollock
- 6012 Alvord
- 6013 Wildhorse Canyon
- 6015 Trout Creek Mountain
- 6016 Sandhills Indian
- 6017 Grassy Basin
- 6018 Tule Spring
- 6019 Andrews Community
- 6020 Pueblo Lone Mountain
- 6021 Denio Basin
- 6022 King's River
- 6024 South Fork
- 6025 Hardie Summer
- 6026 Mann Lake

Allotment Boundary

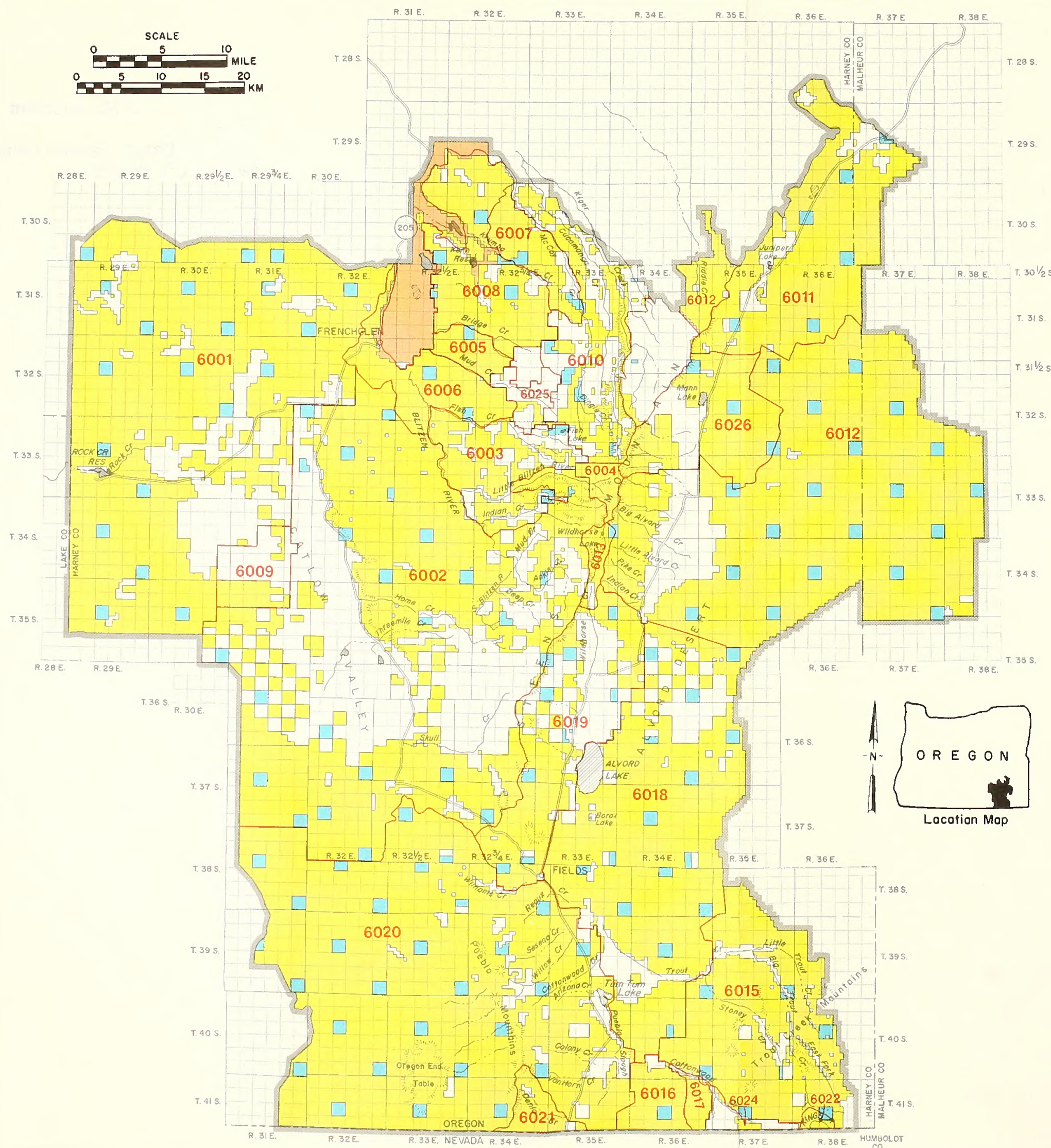


**FIGURE 1-1
LAND STATUS and
ALLOTMENTS**

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